DOCUMENT RESUME

ED 070 505 LI 004 060

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TITLE	A National Plan for the Development of Library Services.
INSTITUTION	Tanganyika Library Service (Tanzania).
PUB DATE	Sep 72
NOTE	25p.; (9 References); Submitted to the 5th Bi-Annual Conference of the East African Library Assoc. (Univ. of Nairobi, Sep. 24-30, 1972)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*African Culture; Books; Branch Libraries; *Developing Nations; Foreign Countries; Librarians; Library Cooperation; *Library Planning; *Library Services; Library Technicians; Public Libraries; Publishing Industry; School Libraries; Special Libraries; Training
IDENTIFIERS	*Tanganyika

ABSTRACT

The five essential features of any good library plan are objectives, inputs, process, outputs, and evaluation. In developing countries, the following factors affect, and should be considered, in the formulation of library plans: illiteracy, lack of educational facilities, no common language, insufficient funds, and geographical features and the population distribution. The library services of Tanganyika are discussed, with these features and factors in mind, under the following headings: urban, rural and postal library service; box (collections of books) exchange; school libraries; special library development; Library Services Board Committees (including staff and training, and committees for public, school, special and branch libraries); the Development Programme; cooperation and coordination; manpower planning; recruitment and training of librarians and library assistants; and, the problems of book production. (Other documents on libraries in Tanganyika are available as: ED053749, ED054829 and ED054831.) (SJ)

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A NATIONAL PLAN FOR THE DEVELOPMENT OF LIBRARY SERVICES

by

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LI 004 060

Paper submitted to the Fifth Bi-Annual Conference of the East African Library Association held at the University of Nairobi from 24th to 30th September 1972.

A NATIONAL PLAN FOR THE DEVELOPMENT OF LIBRARY SERVICES

By Ezekiel Kaungamno, BA,MLS, Director of Library Service

I must confess that I was at first a bit reluctant to accept this difficult assignment when I got a letter from the Secretary of the East African Library Association asking me if I could give a paper on the subject. As pointed out in the introduction to Mr. C.V. Penna's book entitled The Planning of Library and documentation services " the planning of library services is a relatively new theme in the literature of librarianship and no sufficiently precice doctrine or methodology has yet been developed to assist those responsible for the complicated task of planning. "[1] In any case despite the relative scarce literature in library planning I would like to call the attention of the audience to the following documents which can be perused in detail.

(a) The Planning of library and documentation services by C.V. Penna - the second edition has been revised by P.H. Sewell and Herman Liebaers in 1970.

(b) Expert meeting on national planning of documentation and library services in Africa, an UNESCO report of the meeting held in Kampala from 7th to 15th December, 1970, and, of course.

(c) The Development of Library Services in East Africa, a report submitted to the Governments of East Africa by S.W. Hockey in 1960.

The first two documents deal with general library planning in any country and in Africa in particular while the last report refers specically to Kenya, Uganda and Tanzania. It is not of course my intention to make a resume of the contents of these documents nor would a comprehensive treatment of the subject be possible within the short period allocated for the delivery of this paper.

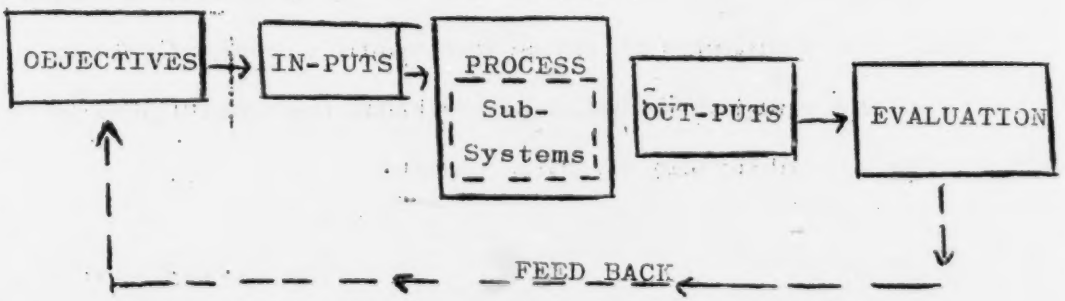
However I will first discuss briefly the principles of macro - library planning in general and then make a case study of the Tanganyika Library Service.

The essential features of a Plan

Any good plan must have five main features:

1. Objectives - A plan begins by defining as clearly as possible the objectives to be sought
2. In-puts - This refers to the resources needed to accomplish the task or objectives already defined. What are the manpower, money, equipment and materials required in order to meet the desired goals?
3. Process. What method and organization would you adopt in order to utilize your resources for the purpose of achieving your objectives.
4. Out-puts. This refers to the results actually accomplished by your programme. What has your programme achieved; what have been the end results of the entire operation?
5. Evaluation - This is when you regularly check the operations of your system to determine whether the objectives you set to accomplish are being met. If they are not being met, is there any need for some additions, revisions in the system?

This system approach to planning whereby the organization of an orderly whole in which the inter-relations of the parts to each other are clearly shown is diagrammatically illustrated below:



3/...

Professor Arthur Lewis in his book entitled Development Planning[3]... has this to say about the essentials of planning:

Plan Strategy - In the course of preparing a plan proposals have to be sorted, assessed and assigned priorities. There is no simple formula for making a Development Plan as a Plan is essentially a set of guesses about the future and there is no formula for predicting the future. The best that one can do is to seek parallells in the past.

The Plan Period - Plans may be classified as short, medium and long. The short Plan is the Annual Plan; the Medium Plan covers from three to seven years with five years as the most popular choice. The Annual Plan is the controlling Plan because it is the only document which, when passed by Parliament (in the form of an annual budget) authorizes Ministers to spend money. However a Five or Ten Year Plan is not an authorizing document but merely a statement of intentions. A Plan should be based not on "need" but on resources and their development potential, that is, expenditures should not be in excess of resources.

Yearly Schedules.

Because a Five or Ten Year Plan shows in the first instance the total sum to be spent on each project over a period, for effective work, these totals have to be broken down to show separately the amount to be spent each year. These yearly schedules which are part of the Annual Plan need to be communicated to the officials implementing the Plan.

Control

It must be remembered that the Development Plan does not authorize expenditure but merely lists projects to which the Government intends to accord priority. The Development Plan does not authorize Ministers to spend funds on those projects. Ministers derive their authorization from the Annual Capital

Budget which is passed by Parliament along with the annual recurrent budget. The Development Plan provides, if anything, a framework for development.

Evaluation

The Planning Agency must keep a check on project implementation by reporting to the Minister for Finance on the progress of various projects. The Planning Agency must have on its staff "progress chasers" who follow each project through from design to completion and report when anything is falling behind schedule. Reporting and evaluation should be regular and systematic since this helps to ensure implementation.

Revision

Implementing a Plan is more difficult than making it. "Making a Plan is an exercise of the imagination, while implementation is a struggle with reality" As time passes and circumstances change, the Plan must be revised as the annual capital budget will diverge increasingly from what is predicted in the published Development Plan.

The conceptual framework of library planning.

It is appropriate at this juncture to define library planning. According to the definition made at the Madrid Seminar, planning means studying the goals and objectives of library service calculating the costs and determining library needs in relation to the social development of the country. This means that a systematic study of educational problems at all levels must be made and targets for attaining these aims must be set. Furthermore realistic decisions must be made to attain the objectives by the efficient use of available resources."[4]

The Administrative Structure

Usually the most useful, and economical way of running

a national library service is by developing it organically from a selected centre supervised by a central library authority - normally an independent library board set up by a legislation. Countries such as Ghana, Nigeria, Sierra Leone, Uganda, Kenya and Tanzania, to mention only a few of them, have Library Board Ordinances which are legal framework for the coordination of library development. The Library Boards are usually para-statal bodies under Government Ministries. However, it is interesting to note, for example that while the library services in Ghana, Jamaica and Tanzania fall within the portfolios of the Ministries of Education; the library services in Uganda, are under the Ministry of Culture and Community Development and those in Kenya within the Ministry of National Resources. Apart from Library Boards being central library authorities, there are cases such the Botswana National Library Service and the Zambia Library Service which are Departments of the Ministry of Health Labour and Home Affairs and the Ministry of Education respectively.

In general there is a tendency in many countries to use Library Boards as controlling bodies and the traditional arguments in favour of a board, as pointed out by Theodorus Friis in his book entitled The Public Library in South Africa, are

(a) The presence of a board makes for public confidence

(b) If the chief executive official tends to become a bureaucrat, the board will serve as a corrective

(c) The board tends not only to represent the general public but also to maintain contact with the public and thus interpret the library to the public.

Theodorus Friis further points out that the following disadvantages are usually cited:

(a) The board tends to be merely an extra piece of machinery in the management of the library and there-

fore causes unnecessary delays.

(b) The board tends to deteriorate in quality because unsuitable members are appointed for too long periods;

(c) Frequently members willing to enjoy the prestige of being on the board contribute very little to the board's deliberations;

(d) Some members have too much zeal and very often assume that they are competent to direct the technical and professional work of the library.

(e) There is the possibility of political appointments being made.

Legislation

The Tanganyika Library Services Board Act, 1963

Tanzania's, library legislation like that of Nigeria, Sierra Leone, Uganda or Kenya to mention only a few countries, has been very much influenced by the Ghana Library Ordinance of 1950.

The functions of the Tanganyika Library Services Board as stipulated by law are "to promote, establish, equip, manage, maintain and develop libraries in Tanganyika" The Ordinance is based on what Miss Evelyn Evans, (former Director of Ghana Library Services) has called common principles of an effective library legislation, ie:

(a) It must be both simple and general, allowing for development

(b) It must be kept above accidents of political change.

(c) The law should be compulsory and not permissive, but the application of compulsion must be closely related to the financial resources of the district.

(d) The financial scheme should be drawn up in a flexible manner to permit a certain amount of local variation.

(e) The law should prescribe that 'public' libraries should be free and accessible to all categories of people.

Services Offered:

As pointed out earlier the Tanganyika Library Services Act empowers the Board to control and coordinate all types of libraries. The Board has thus been very much pre-occupied with the ways and means of providing library facilities throughout the country. In a country with an area of 363, 628 sq mi. and over 13,000,000, people and whose population densisty is only 34 persons per sq mile, this is a Herculean job. Nevertheless the following methods of sending books to the people have been adopted:

Urban Library Service.

An urban library service has been started with the National Central Library in Dar es Salaam as the Headquarters. It is a fully organized public reference and lending service for both adults and children, a central book processing and supply unit and a central advisory service. The library apart from being the National Library it is the regional library for the Coast Region. There are other regional libraries in up-country towns at Arusha, Bukoba, Iringa, Moshi, Mwanza and Tanga. There is a branch library at Kibaha, another regional library is being constructed at Mbeya. The Board intends to build branch libraries in every town in each of the 18 regions. More about the Development Plan later.

Rural Library Service

As about 96% of the population in Tanzania lives in rural areas every effort is being made to provide rural library services. There are already three mobile libraries based in Mwanza, Tanga and Kibaha and another service is scheduled for Moshi area.

Postal Library Service

Books are sent by mail to people who live in places without library facilities in mainland Tanzania. The service is free of charge in that postage for books both ways is paid for by the Tanganyika Library Service and the reader

has only to pay a deposit of shs.10/- for each book borrowed. This money is refunded to him if he ceases to use the service or if he moves to a place where there are library facilities.

The Book - Box Exchange Service

Collections of books are offered free of charge on loan to villages, particularly Ujamaa Villages, and institutions such as Community Centres, prisons and clubs which do not have library facilities.

The School Library Service

At the National Central Library there is a Department whose main job is to organize and raise the standard of secondary school libraries. The following means and ways are being used to develop school libraries:

(a) In the field of teacher/librarian training a number of short courses have been organized and more are planned.

(b) Three Model school libraries have been established with the assistance of Unesco in three regions, to begin with, and they are being used as demonstration libraries. The Board intends to extend the service to more regions when funds are available.

(c) A school mobile library service was started in 1971. Two or three times a year the books are delivered by a mobile library to schools in the three regions pu thus allowing the teachers to choose books suitable for their schools. The visits are planned to ensure that the collections are kept in good condition by injection of fresh titles and the assistance of a the school mobile librarians who gives professional advise on the spot.

(d) Special Library Development

Increasing calls are being made on the staff of the

Tanganyika Library Service for assistance with the organization of libraries in government departments and specialist institutions. The staff of the Tanganyika Library Service are therefore called upon from time to time to give professional advice and whenever possible librarians are seconded to these institutions. In many cases the staff of the institutions are attached to the National Central Library for short elementary in-service courses on how to organize libraries. Subject to funds being available plans are being made to establish a Commercial and Financial Information Service based on the Bank of Tanzania and the National Development Corporation and a Technical Information Service based on the Dar es Salaam Technical College.

The Tanganyika Library Services Board's Committees

Because of the increased work on the part of the Board due to the expansion of the library service it was necessary in 1970 to create committees. With the delegation of a certain amount of responsibility to Committees the Board does not have to meet six times a year and the issues and items to be discussed in any one meeting are rather few. The following are the Committees:

(a) The Staff and Training Committee

The Committee deals with all matters affecting staff and training except major matters of policy affecting the whole service - eg. revision to the Scheme of Service; approval of regrading of posts any proposals not envisaged in the estimates which involve substantial increase in expenditure. Over other matter such as approval of appointments (other than that of Director) and transfers, granting of loans, award of bursaries, approval of leave of absence, etc, the Committee has excutive powers and merely reports action taken to the Board

(b) The School Library Service Committee

The main duties of the committee are:

(1) To encourage and promote interest in the School Library Service and

to advise the Tanganyika Library Services Board on all matters relating to the development and extension of the School Library Service

In order to ensure that the development of this service is coordinated with the development of national education, the membership of the Committee includes officials of the Ministry of National Education who are in close touch with educational policies and the service

(c) The Dar es Salaam Public Library Services Committee

Its major duties are:

(a) To encourage and promote interest in the library service and

(b) to advise the Tanganyika Library Service on all matters relating to the development and extension of library services, particularly in the City of Dar es Salaam.

One of the major items discussed recently, for example, is the development of library services in Dar es Salaam for the next 20 years - ie. up to 1989, in accordance with the proposed Master Plan for the development of the city of Dar es Salaam.

(d) Special Library Services Committee:

The Tanganyika Library Service has been providing staff and assistance to special libraries serving government or parastatal institutions. Demands for assistance have tended to be sporadic and uncoordinated and extremely unpredicatable and some attempt is being

made to create an overall development policy for this group of libraries so that staff can be recruited and trained, and to establish reasonable standards. The Board is trying to get money for the development of the libraries. The Board feels that it is desirable that there should be a contribution from the Tanganyika Library Service in recognization of the national nature of the services that will be created. Similarly it is desirable that the Tanganyika Library Service should be in a position to offer grants to other government departmental libraries to supplement these libraries' own resources and to persuade the departments to make their libraries available as part of the national library resources.

A Special Library Services Committee was therefore set up in 1970 for this purpose.

Its main duties are:

(a) To encourage and promote interest in special libraries serving government and para-statal organizations and

(b) To advise the Tanganyika Library Services Board on all matters relating to the development and extension of special libraries.

With the formation of these committees the Board has been freed of much routine work. It has thus been able to concentrate on questions of major policy on finance and development, on legal matters, and on the overall coordination of various services. It receives report on the decisions taken by the staff and Training Committee and debates major questions in this field which are referred to it by the Committee. It has received and considered the recommendations made by the School Library Service and the Dar es Salaam Public Library Advisory Committee.

The organization of committees has resulted in the diversification of responsibility for the preparation of working papers for the various committees, both to relieve the pressure

of the work on the Director and also to allow greater staff participation in the work of the Board. Thus the Senior Librarian Dar es Salaam is the Secretary to the Dar es Salaam Public Library Advisory Committee and the Senior Librarian in charge of Schools and Children's work is the Secretary to the School Library Service Advisory Committee. The Director has the right to attend the meetings of the committees.

Branch Library Advisory Committees

Though it is essential that branch libraries should be controlled by the Board, it is equally essential, if financial assistance is to be obtained from local authorities, that local people should have a chance of influencing the character of their library. To avoid the criticism of being a remote and isolated body and for the library service body and for the library service to be sensitive and responsire to local needs, the Board has established local advisory committees.

The Financing of branch libraries

The cost of establishing and running a Branch Library can roughly be allocated to four main heads:

(i) The building

(ii) The bookstock

(iii) Staffing

(iv) Administrative Costs.

The Board bears the capital cost of the building and bookstock as well as the recurrent cost of maintaining the books. However the cost of staffing and administration is the responsibility of the local authority. Because it has been difficult for local authorities to bear the full cost from the first time the library comes into operation, the financial responsibily has been phased and the local authorities have been required to pay a greater amount of money every year until they have been able to bear the full cost.

During the period of phased expenditure the Board has paid the remaining costs which the local authorities have not been able to meet.

The Development Programme.

When the Tanganyika Library Service was launched in April 1964, the Board inherited a proposal for the Government for the provision of a new National Central Library in Dar-es Salaam. This project originally considered part of the post independence Three Year Development Plan had of necessity to be carried forward into the 1st Five Year Plan (1964-1969) During this period the Board was therefore faced with the task of raising the necessary finance to complete this project in addition to financing the new programme which provided for the extension of the service to all major population centres of Tanzania by the construction, equipping and stocking of some fifteen libraries.

With the assistance of the Development Loan of £75,000 from the British Government it was intended to build and stock the first six libraries. However, due to political differences with the British Government the projects did not materialize and they had to be pushed into the Second Five Year Plan (1969-1974).

The current se cond Five Year Development Plan (1969-1974) reads as follows:

> "The programme for public libraries includes the building of branch libraries at Tabora, Morogoro, Mtwara, Arusha, Moshi and Mbeya; the establishment of a school library service, and the initial development of special library services. The general emphasis of the Tanganyika Library Service during the plan will be on the extension of services to rural areas which will include the establishment of a sub-library in

certain of the larger villages which cannot be satisfactorily served by a mobile unit. Further the establishment of branch libraries in urban centres must be seen not only as providing a library service for urban residents, but also as furnishing the Tanganyika Library Service with bases for the provision of mobile services for rural areas."

A sum of Tshs. 5,000,000 was allocated for the Five Year Development Programme (1969-74) as summarized in the table below:

Category	1969/70	1970/71	1971/72	1972/73	1973/74	Totals
(a) Branch Libraries	620	540	745	465	670	3,040
(b) Rural Service	140	140	-	160	140	580
(c) School Service	180	180	160	180	180	880
(d) Special Service	-	125	125	125	125	500
TOTALS	940	985	1,030	930	1,115	*5,000

NB. *The figures are in '000

The Board's programme is behind schedule as three more libraries have to be completed before 1974.

Cooperation and Coordination

A lot has been written about library cooperation in East Africa and it is not my intention to discuss the matter in detail. In this connection I would like again to refer you to Mr. Penna:[6]

"The resources of university, special and national libraries do not belong to any one institution or organization; on the contrary, they are of public

utility and the idea that they are private property should not be permitted to hamper national control".....

"Any line of demarcation is not only artificial but harmful, since a nation's entire Bibliographical resources should be at the disposal of all its inhabitants regardless of the institutions by which they are administered. National informational needs are so varied and complex and the available means so limited even in the industrially advanced countries that bibliographical resorces must be controlled at the national level in order to eliminate as much as possible the restrictions inherent in the concept of institutional property"

The two quotations suggest that national book resources should be pooled together for public use for only in this way can a country get maximum benefit from them.

Cooperation in East Africa exists on a personal and informal basis. I think it is high time there should be cooperation based on formal agreement.

Where there are two major library systems (the University and public) there are monolithic tendencies to pursue separate policies which occasionally come into conflict. University librarians are perhaps slightly better informed of their respective national library services than Directors of National Library Services are of the University's policies since they are members of the Boardsand the fact remains that much of what they know about each other's systems are picked up on a casual, personal and largely accidental basis. This informal interchange of ideas should be replaced by regular interchange of information, perhaps by the arrangement of a series of meetings between University Librarians and Directors of National Library Services. If University

Librarians are represented in Public Library Boards: there is no reason why the Directors of National Library Services should not be represented in University Library Committees.

However, the fields in which a cooperative approach is mostly urgently needed are those of materials acquisition and interlending. Both of these spheres lend themselves to codifying and formal agreement by respective governing bodies. As a corollary to this it would be desirable to establish the categories of material that University and other libraries would be willing to make available on interloan as this will obviously affect decisions on duplication.

Manpower planning?

Human beings are the life-blood of any organization. The quality of manpower depends on the efficient recruitment and placement procedures. The finding, assessing and engaging of new employees with specific jobs in mind is vital for the work force in the efficient operation of libraries.

In forecasting manpower demand and supply it is essential to distinguish according to the period of time over which the prediction is made. There might be short-term forecasts referring to a year, medium - term forecasts referring to a five-year and long-term forecasts referring to ten years and more. For library assistants short-term forecasts have to be made but for librarians medium and long-term forecasts are the most suitable manpower forecasts for use in National economic development plan.

Apart from taking into account the main staffing changes that can be expected over a number of years a Manpower Planner must consider the following factors:

(a) Age Distribution, patterns of skills and experience, organization structure and wage and salary levels, labour turnover, figures and trends of each occupational group and the training time for new entrants for every job, and

(b) Movements due to retirements, resignations, transfers and promotions etc.

(c) Government policies on employment.

Thus forecasts requirements for each occupational type have to be compared with the existing staffing situation and adjustments must be made for losses through retirements, resignations, promotions and transfers. The difference between forecast requirements and the adjusted "Stock" figures provides an estimate of the recruitment and training needs over the period being reviewed and can be built into an annual budget. In deciding how many people should be recruited every year further adjustments, must be made to allow for known levels of wastage during training and for losses at the end of training.

Recruitment and Training in Tanganyika Library Service.

The recruitment and training is influenced by the following Government policy:

(a) Localization of posts so that by 1980 the country is self-sufficient in trained manpower.

(b) a non-citizen may be granted an Entry Permit and Work Permit if he wishes to come to Tanzania for purposes of employment if:

(i) there is no citizen qualified to fill the vacancy concerned

(ii) there is a proper training programme to

ensure that a citizen will become available to fill the vacancy by a definite date.

(c) Selection for training in library work for Forms IV & VI is highly centralized. Students interested in librarianship indicate their choice on forms provided by their careers masters or mistresses in their Schools. As a parastatal organization, the Tanganyika Library Service recruits Forms IV and VI leavers through the Government's centralized selection procedure which is arranged by the Central Establishment Division. As for graduates, annual indents are submitted to the Central Establishment Division in the President's Office and the National High Level Manpower. Allocation is responsible for allocating graduates to all those organizations which have applied for them. As the demand is always greater then the supply many organizations including the Tanganyika Library Service, have been unable to get graduates allocated to them.

Training of Librarians

The Tanganyika Library Service has an intensive on-going training programme for librarians either at the East African School of Librarianship at Makerere or United Kingdom. When the Tanganyika Library Service started there was no single Tanzania Librarian. A training programme was soon devised by the Board for Tanzanians. Today there are over 20 local librarians. While Tanzanians were being trained, the Board used the services of expatriate librarians from America, U.K., Canada, Australia, New Zealand and Scandinavian countries. With the recent phasing out of some of the foreign expertise

Local librarians have assumed the responsibility of developing and running the Tanganyika Library Service. The first Tanzanian Director took up his appointment in October, 1970 and the posts of Assistant Director and all Senior Librarians have now been localized.

Training of Library Assistants.

Formerly Library Assistants were trained at the East African School of Librasianship. However, with effect from July, 1972 a National Certificate Course for Library Assistants in Tanzania was started with the first enrolment of 25 students at the Dar es Salaam Teachers College. The reasons for establishing a local course are as follows:

(a) The Tanganyika Library Service with its nation-wide responsibility of promoting, establishing equiping, maintaining and developing libraries has an acute shortage of qualified personnel to man the Services outlined earlier in the paper. The demand for library assistants is greater than the supply due mainly to the rapid expansion of the Service.

(b) The cost of training library assistants at Makerere is very high: The total fees and expenses, for one student are Shs.6,490 per course. The Tanganyika Library Service is training 3 students at the Dar es Salaam Teachers College, two of these are residential students and one is non-residential. The total expenses for residential students is Shs. 6,520/- and for the non-residential student Shs.2,660. Thus the grand total for the three students is only Shs. 9,180/-. Appended below are

the detailes of fees and expenses at Makerere and Dar es Salaam.

Makerere		Dar es Salaam	
Tuition Shs.	3,000.00	Shs.	2,100.00
Residence "	2,300.00		600.00
Examinations "	40.00		
Registration "	60.00	Equipment expenses	400.00
Clothing, beding etc.	500.00	Administration.....	160.00
Caution Money	40.00		
Academic - Stationery	30.00		
Subscriptions	30.00		
Book allowance	150.00		
Pocket money	240.00		
	6,490.00		3,260.00

The course is not a watered down version of the Certificate Course at Makerere. The entry qualifications, duration and remuneration are the same. However while the syllabus has been pitched to the level of the Certificate Course it is geared to meeting the needs of Tanzania.

Book production and its problems.

UNESCO has designated 1972 as an International Book Year. The aim is to focus the attention of the general public, as well as governments and international organizations, on the functions of books in society today.

Books play a very important role in economic and social development. They are an indispensable instrument for learning and a major means of communication. Statistics show

clearly that there is a relationship between the output of books in a particular country and its general development.

This year the Ta-nzania Minister for Information and Broadcasting, Mr. Mwakawago, reiterated the importance of importing relevant books to Tanzania and he furthermore called upon local authors to write books "championing the cause of socialism." This is no small task!

A short background information is necessary in order to appreciate the complexity of the book production programme which cannot be solved overnight.

At a UNESCO sponsored meeting held in Accra in 1968 the following startling facts were revealed regarding the publication of books in Africa in general:[8]

(a) Book supply was estimated at 31 million copies; 24 million imports, 7 million produced locally,

(b) Six titles were published each year for every million Africans, as compared with 418 in Europe.

There is obviously a big book famine and the "book gap" between developed countries and Africa is widening.

These are some of the problems facing Africa in general. In Tanzania in particular, the book publishing situation leaves much to be desired. A few facts will illustrate this.

The Tanganyika Library Service keeps statistics on book production and these are published in a yearly National Bibliography, a list of publications printed in mainland Tanzania and deposited by law with the Tanganyika Library Service and the Library of the University of Dar es Salaam, together with some publications published in Tanzania but printed elsewhere. In 1970 for example, of the 264 items

which were published, only 109 were books and 155 pamphlets. 143 of these were in English and 73 in Kiswahili. The shortage of publications in Kiswahili is part of a major problem. There are only about 600 titles in Kiswahili on the market.

What is being done in Tanzania to alleviate the shortage of relevant books for Tanzanians? Book Writer's Workshops have been established by the Ministry of National Education at the Headquarters and at the UNESCO Literacy Project in Mwanza. The Institute of Adult Education and the Institute of Swahili also write books. Various publishers in Tanzania both foreign and local, are also publishing books; so do ministries, parastatal organizations and individuals. However, the total production of reading material can hardly cause a ripple among millions of thirsty readers, especially the newly literates. The Tanganyika Library Service is confronted with the problem of supplying relevant reading material for rural people despite the fact that it has tried to buy every suitable book on the local markets and abroad.

The problem of book production is national. It cannot be takled by one institution only, nor by various institutions working independently. The present book production in Tanzania needs cooperation and coordination bardly. There ought to be an aggressive policy fully backed by the Government.

There is therefore an urgent need for the establishment of a National Book Development Council run by a Board and made up of publishers, booksellers, librarians, as well as representatives of government departments and the University.

The fact that other countries such as India, Malaysia, Singapore and the Phillippines, have established Book Development Councils and that Ceylon, Pakistan, Ghana, Kenya and Nigeria, among others, intend to establish Book Development Councils reflects the problems of Book production.

The Council will be responsible for promoting and encouraging the reading of books amongst all section of the population. Its duty will also include the promotion and development of the book industry in Tanzania. The Council will have to survey and assess Tanzania's book needs as well as suggest ways and means of financing book production at all levels, especially for newly literates. The publication of paper backs rather than hard-cover books will have to be studied very carefully as the traditional hard-cover books are far beyond the purchasing power of the general public.

The Council will have to deal with the first priority of adapting and translating into Kiswahili, suitable books from all over the world in order to keep pace with the broadening interests of the reading public which is becoming more and more book oriented. The tackling of this problem is very crucial to the success of the adult education programme, otherwise new literates will loose their reading interest and relapse into illiteracy. In order to meet the demand for books the translation programme must go hand in hand with the book Writers' Workshop and the importation of relevant books from all over the world.

Conclusion

I have explained in detail how the Tanganyika Library Service operates. This is but one example of a National Library Development programme. National Library Plans will, of necessity, differ from one country to another,

depending among other things on history and the administrative set up a particular government. But it can be generally said that whatever form the plans takes in any developing country it has to consider the following problems[9]

(a) illiteracy

(b) lack of educational facilities

(c) lack of a common language

(d) economic conditions leaving little money for a national library development and

(e) Geographical features and the distribution of the population.

A plan without due consideration of some of these factors is no Plan at all.

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